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Inspector General

1 December 1953

Organisation and Methods Service

Study of Work Measurement in Basic Intelligence Division, Office of
Research and Reports

REF : Your memorandum, dated 17 November 1953

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1. As requested in your memorandum, we have studied the work measurement techniques used in the Editorial Branch of Basic Intelligence Division/ORR. Interviews were conducted with Mr. [REDACTED], 25X1A9a the Division Chief; Mr. [REDACTED], 25X1A9a Editorial Branch Chief; Mr. [REDACTED], Chief of ORR Administration; Mr. [REDACTED] of the Comptroller's Budget Division, and with various BID personnel, including two of the editors. In addition, the following materials have been reviewed: BID budgets for fiscal years 1954 and 1955; BID monthly reports; statistical records maintained at Division and Branch level, and records maintained by the editors.

2. The essential elements of a work measurement system include standard work units and standard time units which provide for norms against which productivity can be measured by using a ratio of volume time spent; and a formal record-keeping and summary reporting system which provides comparative data relating to the performance of employees or groups of employees. Such reports can be used in budgeting, in employee evaluation, in procedures improvement, etc.

3. In terms of the above no genuine work measurement system exists in the Editorial Branch of Basic Intelligence Division, nor is there evidence that such a system was intended. There are no standard work units or time units, and it is doubtful that such units could be established in view of the present functions of the Branch. The Branch is responsible for evaluating the quality of sections of the National Intelligence Survey contributed by IAC members, in terms of intelligence value, accuracy of facts, adequacy of research, editorial correctness, etc. Such evaluations are purely subjective; they are based upon the knowledge and experience of the editors. Each NIS section is different from other sections, in length, in content, in quality and in editorial correctness. The time required to edit sections will always vary, either because of length or because of content.

There is no summary reporting of the relative efficiency of personnel or units, nor are records maintained with the objective of applying them to such reports. Certain records are maintained

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in the Division and in the Branch, but their work measurement value is questionable. They include:

a. A page count. This is made by the secretary to the Editorial Branch Chief before editors see the material. It consists of counting each page of an incoming section of the NIS, and recording this figure on a 3" x 5" card, together with the section and chapter number and the editor's name. This could be not indicative of an editor's productivity. Each page of graphics or statistical material is counted as one page, and each partial or half page is counted as one page. Since no count is made after editing, the page count recorded in the Branch Chief's office will be frequently inaccurate. It does not take into account pages added or deleted during editing. It does not distinguish pages edited from pages published, and it does not distinguish simple pages from pages of complex material. There is no evidence that the page count figure has ever been used for evaluating employee production efficiency, for budgeting or for any of the normal uses of work measurement data.

b. A man-hour count. This is made by the individual editor on a day to day basis, as he works on a section. The figure includes only full days or half-days, and does not take into account time spent on work other than editing a particular section. This information is recorded on the 3" x 5" cards mentioned in a. above. It is broken down into hours by a simple division by eight. Obviously, such data is inadequate for precise measurements of employee productivity. The man-hours figure has, apparently, not been used for any report or evaluation of productivity.

c. A count of sections received. This count is made by the Division Chief's secretary and is presented in budget estimates and in monthly RII reports. It appears that this is the only data used to measure productivity of the Editorial Branch, and it does not refer to employee performance.

d. A record of Category Ratings assigned. After an editor has completed his work on a section of the NIS, he assigns a Category Rating - Category I, II or III - which is an indication of his opinion concerning the quality of the section completed. A Category I section is one which fully satisfies "the fundamental requirements of a well-prepared and well-coordinated basic intelligence study, including such essentials as sound research, clear presentation, and substantive adequacy". A Category II section is one which, with reasonable editorial support, will satisfy minimum NIS standards. A Category III section will not satisfy minimum NIS

standards without major revision. Sections with lower Category Ratings will normally require more editorial work.

The assignment of these Category Ratings is purely subjective, being based upon the editor's analysis of the section, since he must determine whether a section is based upon "sound research", and whether it has "substantive adequacy", etc. Each month, the Category Ratings assigned during that month are discussed at a meeting of all editors with Mr. [REDACTED] in order to determine whether there are any disagreements. The editors interviewed have indicated that there are few disagreements on Category Ratings. A record of the Category Rating assigned by an editor to a section is made on the 3" x 5" card mentioned above when the completed section is returned to the Editorial Branch Chief. A summary report of Category Ratings is disseminated to the contributing IAC agencies. There is no indication of a use of Category Ratings in any report of employee productivity.

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4. The records maintained by BID can not be used to measure accurately the production efficiency of individual employees or of groups of employees. Mr. [REDACTED], the Chief of Editorial Branch, has stated that such figures are rarely referred to, and that in evaluating an employee's performance, they can serve only as a guide. No Branch-wide or Division-wide policy regarding the application of these data to measure production efficiency has been promulgated. Mr. [REDACTED] has stated that they are used to evaluate an employee's performance only in the absence of other tangible evidences. It is obvious, however, that even such an application is primarily subjective and must take into account non-measurable factors.

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O&M/RLB:ee (1 December 1953)